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ABSTRACT

California's new system for the preparation and certification of teachers for the state's limited-English-proficient (LEP) population is discussed. The paper describes (1) the primary participants in development of the new system (the California Commission on Teacher Credentialing and its Bilingual Crosscultural Advisory Panel); (2) the skills and knowledge needed by teachers of LEP students; (3) the need for reform, including information on the demography of California's student population and the shortcomings of the previous policy; and the new system itself. Under this system, teachers can qualify for crosscultural, language and academic development (CLAD) or bilingual crosscultural, language and academic development (BCLAD) emphasis credentials, certificates, examinations, and specialist credentials. The BCLAD segment incorporates all the requirements for CLAD plus additional training in methodology for primary language instruction, culture of emphasis, and language of emphasis of the teacher. Ways of earning the CLAD/BCLAD emphasis credentials and certificates and the types of instructional services to LEP students authorized by CLAD and BCLAD emphasis credentials and certificates are outlined. Contains 21 references. (MSE)

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CLAD/BCLAD: California Reforms in the Preparation and Credentialing of Teachers for a Linguistically and Culturally Diverse Student Population*

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Introduction

Since late 1990, the California Commission on Teacher Credentialing, with guidance from its Bilingual Crosscultural Advisory Panel, has been developing a new system for the preparation and credentialing of teachers for the state's linguistically and culturally diverse student population. These efforts focus on the preparation and credentialing of teachers for limited-English-proficient (LEP)** students. The new system includes reforms in teacher preparation programs and coursework, teacher credentialing examinations, and the credentials or certificates that authorize the teaching of LEP students. This initiative by the Commission is based on the assumption that teachers of LEP students need specialized skills and knowledge. The increasing number and diversity of LEP students in California and limitations in the earlier policies related to the preparation and credentialing of teachers for LEP students created the need for reform.

This paper will describe:

- the primary participants in the development of the new system: the California Commission on Teacher Credentialing and its Bilingual Crosscultural Advisory Panel;
- the skills and knowledge needed by teachers of LEP students;
- the need for reform, including descriptions of the student population in California and the shortcomings of the previous policies; and
- the new system for the preparation and credentialing of teachers for LEP students.

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* Paper presented February 19, 1994, in Los Angeles at the 23rd Annual International Bilingual/Multicultural Education Conference sponsored by the National Association for Bilingual Education.

** The authors recognize the negative connotations associated with the phrase "limited English proficient." We have chosen to use this phrase, however, because it is widely used and understood and no satisfactory alternative has been adopted.

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The Primary Participants in the Development of the New System

The development of the new system for the preparation and credentialing of teachers for LEP students was initiated in 1990. Although numerous individuals and groups have been involved, the primary participants in the effort have been the California Commission on Teacher Credentialing and its Bilingual Crosscultural Advisory Panel.

The California Commission on Teacher Credentialing

The Commission on Teacher Credentialing, created in 1970, is an agency in the Executive Branch of the California state government. A primary purpose of the agency is to develop and implement standards for the professional preparation and credentialing of teachers and other educators in the state. The Commission establishes policy for the approval of university and college teacher preparation programs. It licenses approximately 150,000 teachers and other educators each year, the majority of whom are prepared in California universities and colleges.

The Commission is composed of fifteen voting members and four non-voting members. The voting members include a representative of the State Superintendent of Schools and fourteen members appointed by the Governor. These include six teachers, one school administrator, one school board member, one school counselor or services credential holder, one teacher in higher education, and four public members. The four non-voting members include representatives from the University of California, the California State University, the Association of Independent Colleges and Universities, and the California Postsecondary Education Commission.

During the past four years, the Commission has developed program standards for the preparation of professional educators in all credential areas, and test specifications in those areas where there are tests as alternatives to programs. In doing so, the Commission has continued its practice of appointing advisory panels consisting of experts from colleges, universities, and public schools. These advisory panels work with Commission staff to develop program standards and test specifications and recommend them to the Commission for adoption.

The Commission has developed policies to ensure appropriate representation on its advisory panels. When an advisory panel is established to address issues that potentially affect diverse constituencies, its membership reflects the diversity of the affected constituencies. Appointments to advisory panels also reflect, to the extent feasible, the ethnic and cultural diversity of the California public schools. In addition, when a panel is appointed to examine a problem that is particularly technical or specialized, some of the panel members are appointed for their technical or specialized expertise without regard for other characteristics. The Commission's advisory panels have contributed significantly to the agency's policy-making achievements.

The Commission's Bilingual Crosscultural Advisory Panel

In 1987 the Commission appointed an 18-member panel to advise the Commission on all matters related to the preparation and credentialing of teachers and other educational professionals who provide services to LEP students. Members of this Bilingual Crosscultural Advisory Panel (BCAP) were selected from nominations

submitted by school districts, county offices of education, institutions of higher education, relevant professional organizations, the California Department of Education, and the California Legislature.

From the nominations, members were picked so that the panel would be representative of the various constituents involved in the education of LEP students. Criteria for member selection also included expertise in one or more of the following areas:

- current issues in the education of LEP students, bilingual/crosscultural education, and language development;
- culture, cultural diversity, and multicultural education;
- first- and second-language development;
- instructional methodologies for LEP students; and
- tests and measurement in the area of bilingual education and language development.

Unlike other Commission-appointed advisory panels that are disbanded after completing a specified task for the Commission, the BCAP is a standing advisory panel. The authors of this paper are Commission staff members who have worked with the BCAP on the development of the new system.

Knowledge And Skills Needed by Teachers of Limited-English-Proficient Students

All students have a right to learn the subject-matter curriculum presented in the schools. By definition, however, LEP students do not have sufficient proficiency in English to obtain access to the curriculum through mainstream instruction in English (i.e., instruction designed for native English-speaking students). Thus, other instructional methodologies must be used to give equal educational access to LEP students.

The instructional needs of LEP students consist of two primary areas:

- English language development (also known as English as a second language), and
- access to the subject-matter curriculum.

Teachers of LEP students must have the skills and knowledge needed to deliver appropriate instructional services in these areas. In addition to instructional competencies, teachers of LEP students must be knowledgeable about culture and its importance in education. The two areas of instructional need and the importance of cultural knowledge are discussed below.

Instruction for English Language Development

A primary goal of all programs for LEP students is that the students acquire English as soon as possible. Programs for LEP students, therefore, include instruction for English language development. Teachers who provide such instruction must be specially trained. They must be knowledgeable about language structure, language use, and theories and factors in first- and second-language development. They also need to be competent in specific instructional methodologies designed to facilitate

LEP students' acquisition of English, including techniques for infusing content information into language instruction. Teachers must also be knowledgeable about procedures and instruments used in the assessment of language skills.

Access to the Subject-Matter Curriculum

There are two central ways that LEP students can be given opportunities to learn the subject-matter curriculum: through content instruction delivered in the students' primary language and through specially designed content instruction delivered in English.

Content Instruction Delivered in the Students' Primary Language. California state law requires that, when necessary for equal educational opportunity, LEP students be given content instruction delivered in their primary language. In this way, the students' academic achievement is not delayed while they are learning English. In fact, the knowledge gained through the study of academic subjects in the primary language assists in the acquisition of English (Krashen & Biber, 1988; Krashen, 1991).

Allowing students to learn in their primary language is based on the view that English proficiency is an *additional* set of skills that LEP students need to acquire, and not a *replacement* of the home language and culture (Gibson & Ogbu, 1991). Learning in their primary language and incorporating their cultures into the curriculum enable students to take pride in the personal resources they bring to the educational setting, enhancing their self-esteem. It helps them to function in both the home culture and mainstream society, rather than forcing them to choose between the language and culture of the home and those of the mainstream culture (Banks, 1988, 1989; Cummins, 1989; Gibson, 1988; Grant & Sleeter, 1989; Nieto, 1992).

Teachers who teach LEP students in the students' primary language need to be proficient in all four skill areas (listening, speaking, reading, writing) of that language. They need to have a repertoire of instructional methodologies for providing content instruction in two languages. They must be able to locate, review, develop, and adapt instructional materials in the primary language. Bilingual teachers also need knowledge about the cultures of their students.

Specially Designed Content Instruction Delivered in English. LEP students who are at an intermediate level of English proficiency or higher can receive access to the subject-matter curriculum through specially designed content instruction delivered in English. This type of instruction involves the use of specific instructional techniques and strategies to make grade-level content instruction comprehensible to students with sufficient proficiency in English to benefit from such instruction, but whose proficiency in English would not allow them to benefit from mainstream instruction. Often referred to as "sheltered instruction," specially designed content instruction delivered in English involves strategies based on an understanding of language development and the important role of culture in education. Many of the techniques are drawn from the literature on effective instruction, but are used more frequently and intensively than in mainstream instruction because of the students' language abilities.

Specially designed content instruction delivered in English is an important instructional component of bilingual programs. Once students achieve an intermediate level of English proficiency, they can begin to learn elements of the subject-matter curriculum in English. Because their English proficiency is not at

the level required for mainstream instruction, however, these students need specially designed instruction that takes into account their proficiency in English. Subjects such as mathematics and science are often the first subjects to be taught using specially designed content instruction in English, because they are seen as less language dependent than other subjects. As English language proficiency increases, subjects that more frequently involve abstract use of language can be taught with this approach.

Unfortunately, due to the shortage of bilingual teachers, LEP students below the intermediate level of English proficiency frequently do not have the opportunity to receive content instruction delivered in their primary language. Only about 40% of the students who need academic instruction in their primary language are receiving it (California Association for Bilingual Education, 1991). In such cases, specially designed content instruction in English is often the only alternative. Although not designed for LEP students with low levels of English proficiency, it is better than mainstream instruction where no accommodations are made to make content comprehensible to LEP students.

The need for teacher competence in specially designed content instruction delivered in English has grown as the characteristics of California's LEP student population have changed. It is now common for teachers to be assigned to classrooms with LEP students with a variety of primary languages. In such classrooms, whether or not the teacher is bilingual, it is highly likely that most of the instruction will be delivered in English. The teacher needs the knowledge and skills necessary to make English language content instruction comprehensible to LEP students.

The provision of specially designed content instruction delivered in English requires a teacher who understands and can implement the specific techniques and strategies for making content instruction comprehensible to LEP students. These techniques include, among others, contextualizing the content information presented, using conceptual scaffolding, appropriately using paraphrase and repetition, checking for comprehension, and making learning strategies explicit for students.

The Importance of Cultural Knowledge

Policies of assimilation have predominated in the education of LEP students. These policies are based on the unfounded assumption that LEP students must give up their home language and culture to be successful in school. In reality, however, assimilation-based policies have frequently undermined the very qualities that enable LEP students to excel in school. Case studies of a number of successful immigrant students demonstrate that these students succeed in school *because* they have strong home cultures and languages, and a strong and positive sense of their ethnic identity (Gibson, 1988; Gibson & Ogbu, 1991; Nieto, 1992). Students' home languages and cultures are an important resource for success and should be allowed to flourish rather than be eradicated.

To make the most of LEP students' languages and cultures, teachers need to know more than the methodologies discussed above. They must have information about their students' cultures in order to apply the methodologies appropriately (i.e., culturally responsive pedagogy) and to earn the respect and trust of students and their parents. Because of the often rapid demographic changes in school populations, and because of the limited time available in teacher preparation programs, teachers can not be expected to have in-depth knowledge about all the cultures they might encounter. Instead, teachers need general knowledge about

culture and society, drawn from the social sciences, so they will know what is important to learn about their students. In addition, they need to know and be able to apply basic social science skills, such as classroom ethnography, in order to acquire cultural information about their students. This information is valuable to teachers as a basis for curriculum decisions and the selection of appropriate pedagogical practices. Teachers also need a general understanding of the interplay between culture and language in the school and in the community (Banks, 1988, 1989; Cummins, 1986, 1989; Diaz, Moll, & Mehan, 1986; Heath, 1986).

Bilingual teachers, who can be expected to work with a single language group most of the time, need specific and in-depth knowledge of the culture(s) associated with that language. Even bilingual classrooms are increasingly characterized by cultural diversity. For example, many Spanish bilingual classrooms include students from a variety of Latin American countries (e.g., El Salvador, Guatemala, Mexico, Nicaragua), each with their own cultural characteristics. Cultures are not homogeneous. Bilingual teachers in such classrooms need the cultural understanding and skills to be able to learn, and appropriately use, information about the varied cultural backgrounds of their students.

The Need for Reform in Preparing and Credentialing Teachers for LEP Students

California's K-12 student population has changed dramatically over the last two decades. It is becoming more diverse, and increasing numbers of students come to school with primary languages other than English and with a variety of cultural backgrounds. Current policies for the preparation and credentialing of teachers for LEP students, which have developed haphazardly over the years, have proven inadequate to meet the needs of today's, and tomorrow's, student population.

Limited-English-Proficient Pupils and Cultural Diversity in California*

In 1989-90, California had the largest number of LEP students of any state in the nation, accounting for 42% of all LEP students (Office of Bilingual Education and Minority Language Affairs, 1991). In the spring of 1993, there were over 1.15 million LEP students in California in grades K-12. The number of LEP students has increased every year since 1977. From 1983 to 1993, the LEP student population increased at an average rate of 9.7% each year—faster than total enrollment increases. In 1987, LEP students accounted for 14% of the state's total K-12 enrollment. In 1993, they represented over 22% of total enrollment. Of the almost 89,000 new students in California schools in 1993, 82% were LEP students. In 1992 LEP students made up 59% of all new students, and, in 1991, 70% of all new students.

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* Unless otherwise noted, the data presented in this section were taken from the following sources:
  - Data about the California student population are from Language Census Reports distributed by the Educational Demographics Unit, Program Evaluation and Research Unit, California Department of Education.
  - Data about the California general population are from the 1990 United States Census as reported in the *Sacramento Bee*, February 26, 1991.

The majority of California's LEP students, 77%, speak Spanish. In addition, over 260,000 LEP students speak one or more of over 90 other languages. In 1993, there were 25 languages each spoken by at least 1,000 LEP students, and nine languages were each spoken by over 10,000 LEP students. These nine languages, in order of population, were Spanish, Vietnamese, Hmong, Cantonese, Khmer, Pilipino, Korean, Armenian, and Lao. Since 1989, the fastest growing language groups (and their percent increase from 1989 to 1993) have been Russian (1,297%), Serbian (487%), Visayan (454%), Indonesian (340%), Urdu (313%), and Croatian (286%).

The language data presented above are a reflection of the changing racial/ethnic composition of the state's population and of the state's school-age population. During the decade of the 1980s, the percentage of California's population that was non-Hispanic white declined from 66% in 1980 to 57% in 1990. At the same time, the percentage of the population that was Hispanic increased from 19% to 26% and the percentage that was Asian increased from 5% to 9%. The percentage of the population that was Black declined slightly from 7.5% to 7%. In California schools, enrollment was approximately 44% non-Hispanic white, 36% Hispanic, 11% Asian, Filipino, or Pacific Islander, and 9% Black in 1991-92. In contrast, non-Hispanic whites made up 75% of the student population in the 1966-67 school year, Hispanics 14%, Blacks 8%, and Asian, Filipino, or Pacific Islander 3%.

All evidence suggests a continuation of this trend toward a more linguistically and culturally diverse population in California long into the future. One source has projected that, in the year 2020, California's population will be 41% non-Hispanic white, 38% Hispanic, 14% Asian and other, and 7% Black (Population Research Unit, 1988). Another source has projected that, by 2030, California's school-age population will be 44% Hispanic, 33% non-Hispanic white, 16% Asian, and 6% Black (Olsen, 1988).

Among LEP students are a wide variety of educational backgrounds, home conditions, and cultural and social circumstances. There are no "typical" LEP students. There are fundamental differences in the many languages, cultures, social class backgrounds, and skills of these students. These differences affect the process and rate of their adaptation to U.S. schools.

Another important feature of the current school population in California is that the composition of schools and communities is continually changing. Many of California's communities are ports-of-entry for immigrants (Cornelius, 1991; Portes & Rumbaut, 1990). These neighborhoods have high mobility rates among families and children. Thus, many schools serving LEP students have high transiency and low attendance rates. Fifty percent of the students in some schools move within each two-month period. Teachers are rarely well prepared to teach in these kinds of settings. They must find ways to continually integrate new students, representing a wide variety of languages and cultures, into their classrooms (Berman et al., 1992; Olsen, 1988).

California is enriched by its linguistic and cultural diversity. This diversity, however, poses significant challenges for the state's educational system. The major challenge is to train a sufficient number of teachers who have the necessary instructional, cultural, and language competencies to provide quality education to a diverse student population. In 1990, there was an estimated shortage of over 14,000 qualified bilingual teachers (California Department of Education, 1991). The majority of new teachers, however, continue to be non-Hispanic, white, monolingual English speakers (Huddy, 1991). There is currently a significant linguistic and cultural mismatch between California's students and the teachers who serve them.

Educational policies and strategies that may have worked in the past, when the state was more homogeneous than it will ever be again, cannot be expected to work effectively in the 1990s and beyond. The current and projected linguistic and cultural diversity in California's school-age population require teachers who have the necessary instructional, language, and cultural competencies to meet the needs of the state's LEP students.

Prior Policies for Preparing and Credentialing Teachers for LEP Students

This section briefly describes the previous policies for the preparation and credentialing of teachers for LEP students that had developed, unsystematically, over the last 20 years. This is followed by a discussion of the major limitations of these policies for meeting the needs of California's LEP student population.

Although there are a few others, the five most frequently issued credentials or certificates that authorize the teaching of LEP students are:

- the Supplementary Authorization in English as a Second Language,
- the Language Development Specialist Certificate,
- the Bilingual Crosscultural Emphasis Teaching Credential,
- the Bilingual Certificate of Competence, and
- the Bilingual Crosscultural Specialist Credential.

Each of these credentials, certificates, and authorizations is briefly described below.*

1. The Supplementary Authorization in English as a Second Language (ESL)

Teachers with a basic California teaching credential could earn a Supplementary Authorization in ESL by taking 10 upper-level semester units in ESL coursework (or 20 units at any level). The holders of a Supplementary Authorization in ESL are authorized to provide ESL instruction to LEP students in grades 9 and below or in grades K-12, depending on their basic credentials. To earn this authorization, a teacher did not need to be fluent in a language other than English.

2. The Language Development Specialist (LDS) Certificate

Already credentialed teachers could also earn an LDS Certificate by demonstrating specified competencies on the LDS Examination and meeting an experience/training requirement and a foreign language requirement. Fluency in a language other than English was not required. The LDS Examination, a standardized exam administered statewide, assessed knowledge of culture (primarily Asian) and methodology (primarily ESL). The LDS Certificate authorizes the holder to provide instruction for

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* During the transition from the previous policies to the new system, the credentials and certificates described in this section will still be issued, and the old exams will still be administered. Because the credentials, certificates, and exams are part of the previous policies that are being replaced, however, they are described using the past tense. Once the new system is fully implemented, none of these credentials and certificates will continue to be issued, and new exams will be administered. For teachers who hold one of these credentials or certificates, the documents will continue to remain valid as long as the holder meets any previously established renewal requirements. The services authorized by these credentials and certificates, therefore, are described using the present tense.

English language development in preschool, grades K-12, and in classes organized primarily for adults. It also authorizes specially designed content instruction delivered in English at the level(s) and in the subject(s) authorized by the prerequisite basic teaching credential.

3. The Bilingual Crosscultural Emphasis Teaching Credential

This was an initial teaching credential that could be earned by completing a Commission-approved teacher education program at an institution of higher education that focused on bilingual crosscultural education. It typically required a bachelor's degree and one year of professional preparation including student teaching. The programs leading to this credential met the standards developed by the Commission. The holder of a Bilingual Crosscultural Emphasis Credential, who had to be fluent in a language other than English, is authorized to provide the services authorized by the LDS Certificate as well as primary language instruction at the level(s) and in the subject(s) authorized by the prerequisite teaching credential.

4. The Bilingual Certificate of Competence (BCC)

Already credentialed teachers could earn a BCC by demonstrating specified competencies on the BCC Examination. This certificate was created so credentialed teachers who did not have a Bilingual Crosscultural Emphasis Credential could demonstrate the skills and knowledge needed to be bilingual teachers. A standardized BCC Examination for Spanish was administered statewide. In addition, four Commission-approved assessor agencies administered their own BCC Exams for eight other languages: Armenian, Cantonese, Hmong, Khmer, Lao, Pilipino, Portuguese, and Vietnamese. All BCC Exams consisted of three components: methodology, culture, and language. The language component included an assessment of the teacher's proficiency in both the language of emphasis and English, and fluency was required in both. A teacher who holds a BCC is authorized to provide the same instructional services to LEP students as the holder of a Bilingual Crosscultural Emphasis Credential (described above).

5. The Bilingual Crosscultural Specialist Credential

This credential could be earned by completing a Commission-approved program, of approximately one-year's duration, at an institution of higher education. A prerequisite to the Specialist Credential was a basic California teaching credential. It authorizes the holder to provide all the services authorized by the Bilingual Crosscultural Emphasis Credential, but there is no restriction on grade levels or subjects taught.

Limitations of Prior Credentialing Policies

There were five major weaknesses in the previous policies for the preparation and licensing of teachers for LEP students. These limitations became more and more clear over time as the LEP student population in California became larger and more diverse. Each limitation is discussed below.

1. Lack of an entry-level authorization for English language development

An entry-level authorization for teaching LEP students was not available for new teachers who were not bilingual. A bilingual person could earn an authorization to

teach LEP students (the Bilingual Crosscultural Emphasis Credential) while earning the initial basic teaching credential. A monolingual person had to first earn a basic teaching credential, then earn either a Supplementary Authorization in ESL or an LDS Certificate, both of which required additional efforts. This contributed to the current shortage of teachers trained and authorized to provide LEP students instructional services in English (i.e., instruction for English language development and specially designed content instruction delivered in English).

2. Lack of an integrated system

The preparation and credentialing of teachers to provide instruction for English language development and specially designed content instruction delivered in English were not integrated with the preparation and credentialing of teachers to provide primary language instruction for LEP students. Even though the five documents described above carried overlapping teaching authorizations, there was no recognition of the common core of knowledge and skills needed. This led to inconsistency in expectations and requirements for the different documents, and inefficiency and duplication in the utilization of resources for the preparation of teachers. The lack of an integrated system exacerbated the shortage of teachers trained and authorized to teach LEP students because it inhibited the professional development of English language teachers into bilingual teachers. To earn an LDS Certificate, for example, the holder of a Supplementary Authorization in ESL received no credit for having earned the supplementary authorization. Similarly, the holder of an LDS Certificate could not build on that certificate to earn a BCC. The documents had their own unique requirements, and holding one of them was of no value when attempting to earn another.

3. A focus on one language

Because of the way that Bilingual Crosscultural Emphasis Programs and the BCC Examinations were structured, each program and exam focused on only one language. Because these programs and exams were initiated in the mid-1970s, programs and exams for Spanish were the focus. As mentioned earlier, there were BCC Exams for languages other than Spanish, but, unlike the exam for Spanish, they were not administered statewide nor on a regular basis, and were, therefore, not easily accessible. There were two primary reasons for this single-language focus. First, the programs and exams were initially developed at a time when little attention was paid to the relatively small numbers (and percentages) of LEP students who spoke languages other than Spanish. Second, the structure of the programs and exams inhibited the development of new programs and exams for languages other than Spanish. Each program and exam had to be developed independently from all other programs and exams, even though there should have been a common core of knowledge and skills across programs and exams for all languages. This lack of recognition and utilization of the common core resulted in inefficiency, duplication, and inconsistency. It also made it difficult and expensive to develop new programs and exams to meet the needs of other language groups, whose populations, as shown earlier, have been growing in absolute numbers and as a proportion of the overall student population.

4. The need to incorporate training in an emerging methodology

Over the past five to ten years, a new methodology for providing LEP students access to subject-matter curriculum and for enhancing their English language

development has been emerging. This methodology, referred to in this report as "specially designed content instruction delivered in English" (also known as "sheltered content instruction"), includes instructional strategies to provide comprehensible, grade-level, subject-matter instruction to LEP students who are at an intermediate level of English language development. A complete and widely accepted description of this methodology has not yet been created (Berman, et al., 1992). A number of individuals and groups have been developing a definition of this methodology. Language development experts are currently working with the Commission and the California Department of Education to develop a definition of specially designed content instruction delivered in English and to identify the knowledge and skills required to deliver it effectively.

Although this new methodology is not yet completely defined, the need for it has grown with the number and diversity of California's LEP student population. Because of its newness, it did not receive sufficient emphasis in previous training programs or exams. There is a need to be sure that teachers authorized to teach content to LEP students in English have the needed skills and knowledge.

5. Inadequate preparation for cultural diversity

Although the previous training programs and exams for bilingual teachers incorporated knowledge about the specific culture group with which the teacher would be authorized to work, there was little recognition of the need for all teachers of LEP students to have a general understanding of culture and how culture impacts education. As discussed earlier, with a rapidly changing student population, it is important that all teachers of LEP students have basic knowledge about culture and society drawn from anthropology and sociology. Teachers need social science skills that enable them to learn about their students so they can be knowledgeable about and sensitive to their students' cultural backgrounds, and can utilize culturally responsive pedagogy. Previous training programs and exams did not place sufficient emphasis on this area.

In summary, the previous policies for the preparation and credentialing of teachers for LEP students became more and more unsuited to meet the needs of California's evolving LEP student population. The prior set of policies lacked an entry-level route for monolingual English teachers to work with LEP students. It did not recognize and capitalize on the common core of knowledge and skills that all teachers of LEP students need. It focused primarily on the needs of Spanish-speaking students, and made it difficult to develop programs and exams for LEP students who speak languages other than Spanish. Finally, it gave inadequate emphasis to specially designed content instruction delivered in English and to general cultural competencies. The previous policies have yielded a series of credentials and examinations that have developed over two decades. Each one was designed to meet the social and political context of the time in which it was initiated. The policies were not a consciously designed, integrated response to a variety of diverse language and cultural needs.

Developing the New Credentialing System

From 1987 through 1989, the Bilingual Crosscultural Advisory Panel (BCAP; described earlier) converted the compliance guidelines for Bilingual Crosscultural Emphasis Credential programs into quality-oriented standards. At that time, the Commission

was converting all of its program guidelines into standards, focusing more on the quality of programs than on compliance with specified requirements. By 1990, however, the limitations of the policies existing at that time for the preparation and credentialing of teachers for LEP students became clear to the BCAP.

In late 1990 the BCAP brought their concerns to the Commission with a recommendation that the existing policies be replaced. The Commission directed the panel to begin the difficult task of designing a new system. In the initial stages of its work, the panel talked with a number of social scientists who were involved in research about the education of LEP students in California and the United States. Panelists also heard expert testimony in the areas of language development, bilingual education, and culture and cultural diversity.

The BCAP members were not able to reach quick consensus on a number of issues. The political context surrounding the education of LEP students required careful negotiations among advocates of ESL only and the different cultural and linguistic groups that supported bilingual education. The participants recognized early the importance of addressing the needs of the ESL community as well as the needs of all the language groups who have been poorly served under the current system. Panel members regularly sought commentary from the field and kept the many stakeholder groups apprised of the panel's work. They also sought to educate their constituencies through professional presentations, which facilitated the gradual acceptance of the proposed changes in the educational community. The panel made it clear that the concerns and needs of each group would be carefully taken into consideration. The common goal of the panel was to develop a system that would serve the needs of all of California's linguistically and culturally diverse students.

The BCAP identified a number of goals that a new system of preparation and credentialing should address. These goals included the following:

- The new system of teacher preparation and credentialing should equally serve the needs of students from all language groups.
- The new system should be demographically responsive, that is, it should be able to react quickly and efficiently when changing demographics require modifications.
- The new system should alleviate rather than exacerbate the shortage of teachers trained and certified to teach LEP students.
- The new system should be clear, equitable, and internally consistent, allowing candidates access to credentials through a variety of comparable routes, and providing school personnel with clear information about the authorizations associated with each credential.
- The new system should recognize and incorporate the common core of knowledge and skills needed by all teachers of LEP students.
- The new system should incorporate knowledge and skills in the various methodologies used with LEP students (English language development, specially designed content instruction delivered in English, and primary language instruction) and a general understanding of culture and cultural diversity.
- The new system should encompass both (a) teacher training programs for preservice teachers and (b) examinations for already credentialed teachers. Because both routes lead to the same authorizations, the scope and content of the programs should be as congruent as possible with the scope and content of the exams.

With these goals in mind, the BCAP conceptualized the new system for the preparation and credentialing of teachers for LEP students. In the spring of 1991, the BCAP presented a design for the new system to the Commission for its review and adoption. The Commission adopted the design and directed the BCAP and staff to develop the system, described in the next section.

CLAD/BCLAD: A New System for the Preparation and Credentialing of Teachers for LEP Students

This section includes a description of the new CLAD/BCLAD* system for the preparation and credentialing of teachers for LEP students. The domains of knowledge and skill that are the basis of the system are described, as well as the various documents that are included in the system. The instructional services authorized by CLAD and BCLAD Emphasis Credentials and Certificates are specified.

The new system for preparing and credentialing teachers for LEP students is presented graphically in Figure 1 on the next page. The new system includes the following elements:

- CLAD/BCLAD Emphasis Credentials,
- CLAD/BCLAD Certificates,
- CLAD/BCLAD Examinations, and
- CLAD/BCLAD Specialist Credentials.

The CLAD and BCLAD Emphasis Credentials and Certificates are all based on the same domains of knowledge and skill. A description of these domains of knowledge and skill is below. This is followed by descriptions of the CLAD/BCLAD Examinations, alternative ways to earn CLAD and BCLAD Emphasis Credentials and Certificates, and the CLAD and BCLAD Specialist Credentials.

The CLAD/BCLAD Domains of Knowledge and Skill

The top box in Figure 1 lists the domains of knowledge and skill that are the foundation for all of the elements in the new CLAD/BCLAD system. Each is described below.

Domain 1: Language Structure and First- and Second-Language Development. Domain 1 includes two primary areas. The first is language structure and use, including universals and differences among languages and the structure of English. The second area includes theories and models of language development as well as psychological, sociocultural, political, and pedagogical factors affecting first- and second-language development.

Domain 2: Methodology of Bilingual, English Language Development, and Content Instruction. Three areas are included in Domain 2. The first covers theories and models of bilingual education, at a level needed by all teachers of LEP students (not just bilingual teachers). This area includes the foundations of bilingual education, organizational models, and instructional strategies. The second area covers theories

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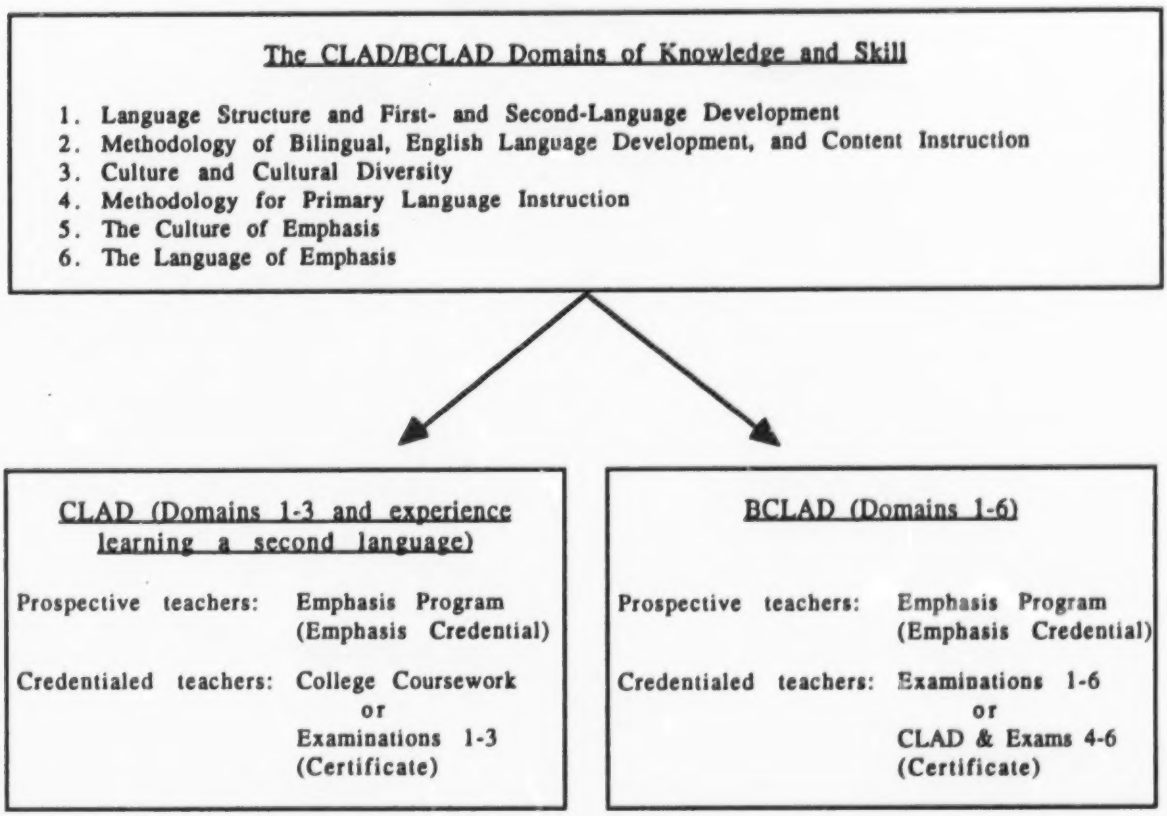
* CLAD is an acronym for "Crosscultural, Language and Academic Development." BCLAD is an acronym for "Bilingual, Crosscultural, Language and Academic Development."

Figure 1

The CLAD/BCLAD System for the Preparation and Credentialing of Teachers for Limited-English-Proficient Students

CLAD and BCLAD Emphasis Credentials and Certificates


The CLAD/BCLAD Domains of Knowledge and Skill
1. Language Structure and First- and Second-Language Development
2. Methodology of Bilingual, English Language Development, and Content Instruction
3. Culture and Cultural Diversity
4. Methodology for Primary Language Instruction
5. The Culture of Emphasis
6. The Language of Emphasis
CLAD (Domains 1-3 and experience learning a second language)
Prospective teachers: Emphasis Program (Emphasis Credential)
Credentialed teachers: College Coursework or Examinations 1-3 (Certificate)
BCLAD (Domains 1-6)
Prospective teachers: Emphasis Program (Emphasis Credential)
Credentialed teachers: Examinations 1-6 or CLAD & Exams 4-6 (Certificate)

CLAD and BCLAD Specialist Credentials

Available through CLAD/BCLAD Specialist Credential Programs
Prerequisite: CLAD or BCLAD authorization or the equivalent
Program focuses on:

(1) assessment and evaluation of students
(2) program development and evaluation
(3) staff development
(4) curriculum development
(5) parents, school, and community
(6) research

and methods for instruction in and through English, including approaches with a focus on English language development, approaches with a focus on content area instruction, and working with paraprofessionals. The third area in this domain consists of the knowledge and skills needed to appropriately assess students' language abilities and subject-matter achievement.

Domain 3: Culture and Cultural Diversity. Domain 3 includes the nature of culture, aspects of culture that teachers should learn about their students, ways that teachers can learn about their students' cultures, ways teachers can use cultural knowledge, issues and concepts related to cultural contact, and the nature of cultural diversity in California and the United States, including demographics and immigration. It will not focus on any specific cultural group but on culture in general and its impact on education.

Domain 4: Methodology for Primary Language Instruction. Domain 4 includes instructional delivery in bilingual classrooms (including organizational strategies and the use of English and the students' primary language) and factors to consider in the selection and use of primary language materials.

Domain 5: The Culture of Emphasis. Domain 5 consists of the knowledge and skills related to the culture associated with a bilingual teacher's language of emphasis. It includes the origins and characteristics of the culture of emphasis and major historical periods and events, demography, migration and immigration, and contributions of the culture of emphasis in California and the United States.

Domain 6: The Language of Emphasis. Domain 6 includes proficiency in the language in which the teacher wishes to be authorized to provide primary language instruction. Language proficiency will be required in the areas of speaking, listening, reading, and writing.

These six domains of knowledge and skill are the heart of the new CLAD/BCLAD system. The requirements for the CLAD and BCLAD Emphasis Credentials and Certificates are based on these domains, and a CLAD or a BCLAD Emphasis Credential or Certificate (or the equivalent) is a prerequisite for the CLAD or BCLAD Specialist Credential.

Teachers can earn CLAD and BCLAD Certificates by passing examinations. These examinations, known as the CLAD/BCLAD Examinations, are described below. They are based on the six domains of knowledge and skill just described.

The CLAD/BCLAD Examinations

The CLAD/BCLAD Examinations will consist of six tests, one for each of the domains of knowledge and skill on which the CLAD/BCLAD system is based (described above). For example, CLAD/BCLAD Test 1 will cover the knowledge and skills in domain 1, Test 2 will cover those in domain 2, etc. The specifications for the CLAD/BCLAD Examinations are being developed by the Commission's Bilingual Crosscultural Advisory Panel. The specifications outline the knowledge and skill areas to be tested on each of the six tests and describe the format of each test. They will be a valuable

source of information to both (a) prospective examinees, who can use them in preparing for the exams, and (b) teacher trainers in school districts, county offices of education, colleges, and universities, who can use them to design training programs.*

Each of Tests 1-5, covering domains 1-5, respectively, will be between forty minutes and one hour forty minutes long. Tests 1, 4, and 5 will consist of multiple-choice items. Tests 2 and 3 will each have multiple-choice items and an essay item. As currently planned, Tests 1-4 will each be in English and will be appropriate for all prospective CLAD/BCLAD teachers regardless of the language(s) they speak. Test 5 will also be in English, but there will be multiple Test 5s, each focusing on a different culture of emphasis.

Test 6, assessing proficiency in the language of emphasis, will have separate components for listening, speaking, reading, and writing. There will be multiple Test 6s, each focusing on a different language. Each will take approximately two and one-half hours to complete and will include the following:

- comprehension questions based on oral language samples,
- comprehension questions based on written passages,
- speaking prompts to which examinees are to respond orally,
- passages to be read aloud,
- writing prompts to which examinees are to respond in writing, and
- a passage in English to be translated into the language of emphasis.

An important goal of the Commission is to increase the availability of assessments for teachers seeking bilingual certification in languages other than Spanish. The new CLAD/BCLAD Examination system will facilitate this goal because four of the six examinations will be language-generic (i.e., appropriate for teachers of all language groups). Language-specific tests will be needed only for culture (Test 5) and language (Test 6). Work has begun on Tests 5 and 6 with representatives from the following nine language groups: Armenian, Cantonese, Hmong, Khmer, Korean, Mandarin, Pilipino, Spanish, and Vietnamese. Once the development of tests for these groups is completed, Commission staff hope to be able to develop tests for additional culture/language groups as needed.

Alternative Ways to Earn CLAD and BCLAD Emphasis Credentials and Certificates

The requirements for a CLAD Emphasis Credential and Certificate are summarized in Figure 1 (page 14) in the left middle box. They include the knowledge and skills in domains 1 through 3 (listed in the top box) and experience learning a second language. A prospective teacher (i.e., an individual who does not yet hold a teaching credential) can earn a Multiple or Single Subject Teaching Credential with a CLAD Emphasis by completing a Commission-approved teacher preparation program at a

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* To request a copy of the test specifications for the CLAD/BCLAD Examinations, either call the Commission's Information Unit at (916) 445-7256 between 12:30 pm and 4:30 pm, or write to Dr. Carlson at the address on page 1.

college or university.* An already credentialed teacher can earn a CLAD Certificate either through college coursework or through examinations.

The college coursework route to a CLAD Certificate requires completion of 12 upper-division semester units (or 24 units at any level) at a regionally accredited college or university in courses that cover domains 1 through 3. In addition, verification of experience learning a second language is also required. The purpose of this requirement is not fluency, but an experiential understanding of the process of second-language development and an empathy for students who are learning English. The basic second-language requirement consists of six semester units of coursework in a language other than English at a college or university. There are 12 other options for satisfying this requirement, however. Some of the options were created to allow a bilingual person or a person who for whom English is the second language to meet the requirement without having to have six units of college coursework.

The examination route to a CLAD Certificate requires passage of the CLAD/BCLAD Tests 1, 2, and 3. Verification of experience learning a second language is also required as described above.

The requirements for a BCLAD Emphasis Credential and Certificate are summarized in Figure 1 (page 14) in the right middle box. They include the knowledge and skills in domains 1 through 6. A prospective teacher can earn a Multiple or Single Subject Teaching Credential with a BCLAD Emphasis by completing a Commission-approved teacher preparation program at a college or university.* An already credentialed teacher can earn a BCLAD Certificate entirely through examinations (by passing CLAD/BCLAD Tests 1-6) or through a combination of coursework and examinations (by earning either a CLAD Emphasis Credential or a CLAD Certificate through college coursework, and then passing CLAD/BCLAD Tests 4-6).

Instructional Services Authorized by CLAD and BCLAD Emphasis Credentials and Certificates

Table 1 on the next page shows the types of instructional services to limited-English-proficient students authorized by CLAD and BCLAD Emphasis Credentials and Certificates. Four types of instructional services are involved. Each is defined below.

Instruction for English language development means instruction designed specifically for limited-English-proficient students to develop their listening, speaking, reading, and writing skills in English. This type of instruction is also known as "English as a second language" (ESL) or "teaching English to speakers of other languages" (TESOL).

Specially designed content instruction delivered in English means instruction in a subject area, delivered in English, that is specially designed to provide limited-

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* To request a copy of the *Standards of Program Quality and Effectiveness for Professional Teacher Preparation Programs for Multiple and Single Subject Teaching Credentials with a (Bilingual) Crosscultural, Language and Academic Development (CLAD/BCLAD) Emphasis*, either call the Commission's Information Services Unit at (916) 445-7256 between 12:30 and 4:30 pm, or write to Dr. Walton at the address on page 1.

English-proficient students with access to the curriculum. This type of instruction is also known as "sheltered instruction."

Instruction for primary language development means instruction designed for limited-English-proficient students to develop their listening, speaking, reading, and writing skills in their primary language.

Content instruction delivered in the primary language means instruction for limited-English-proficient students in a subject area delivered in the students' primary language.

Table 1

Types of Instruction to Limited-English-Proficient Students Authorized by the CLAD and BCLAD Emphasis Credentials and Certificates

Credential or Certificate	Type of Instruction		
	Instruction for English Language Development[1]	Specially Designed Content Instruction Delivered in English[2]	Instruction for Primary Language Development and Content Instruction Delivered in the Primary Language[3]
CLAD	Yes	Yes	No
BCLAD	Yes	Yes	Yes

[1]Preschool, K-12, and adults, with the following exceptions. With a children's center instructional permit or a children's center supervision permit, instruction for English language development is limited to the programs authorized by the permit. With a designated subjects teaching credential in adult education, instruction for English language development is limited to classes organized primarily for adults.

[2]In subjects and grade levels authorized by the prerequisite credential or permit.

[3]Content instruction delivered in the primary language in subjects and grade levels authorized by the prerequisite credential or permit. Instruction for primary language development at preschool, K-12, and adults, with the following exceptions. With a children's center instructional permit or a children's center supervision permit, instruction for primary language development is limited to the programs authorized by the permit. With a designated subjects teaching credential in adult education, instruction for primary language development is limited to classes organized primarily for adults.

The CLAD and BCLAD Specialist Credentials

The final element in the CLAD/BCLAD system will be new specialist credentials. (See the bottom box in Figure 1 on page 14.) There will be two variations: a CLAD Specialist Credential and a BCLAD Specialist Credential. The CLAD and BCLAD Specialist Credentials will take the place of the current Bilingual Crosscultural Specialist Credential. A CLAD or BCLAD Specialist Credential will require the equivalent of one year of full-time study beyond the basic credential. A CLAD or BCLAD authorization, or the equivalent, will be a prerequisite.

As shown in Figure 1, the specialist credential program will focus on six domains of knowledge and skill. The specific authorization(s) that the CLAD and BCLAD Specialist Credentials will carry have not yet been determined. It is expected that holders of the specialist credential will work with mainstream teachers, teachers of limited-English-proficient students, other school and district staff, parents, and community members to design, implement, and evaluate effective programs for limited-English-proficient students.

The Commission is developing program standards for the CLAD and BCLAD Specialist Credential Programs. It is expected that final program standards will be adopted by the Commission by mid-1994, and that the first CLAD/BCLAD Specialist Credential Programs will be approved by the end of the year.

The Transition from the Previous Policies to the CLAD/BCLAD System

A large number of teachers in California either hold or are working toward the credentials and certificates that were part of the previous policies for the preparation and credentialing of teachers for LEP students. For example, many teachers have passed only part of the examination required for the Bilingual Certificate of Competence, and a number of prospective teachers are enrolled in teacher preparation programs leading to the old Bilingual Crosscultural Emphasis Credential. In implementing the new CLAD/BCLAD system, the Commission has developed a variety of "grandparenting" policies that:

- assure that teachers who receive authorizations to teach LEP students have the skills and knowledge needed,
- assure that teachers who hold authorizations to teach LEP students stemming from the previous policies retain those authorizations, and
- give teachers appropriate credit toward CLAD/BCLAD Emphasis Credentials and Certificates for requirements of the previous credentials and certificates that they have already met.

Conclusion

The culturally and linguistically diverse student population in California made it clear that the previous policies for the preparation and credentialing of teachers for limited-English-proficient students were inadequate. Working with its Bilingual Crosscultural Advisory Panel, the California Commission on Teacher Credentialing has developed and is in the process of implementing an important set of reforms in this area. California educators have enthusiastically embraced the new CLAD/BCLAD system for the preparation and credentialing of teachers for LEP students. There is widespread agreement that the new system will rectify the inadequacies of the previous policies and that LEP students will be better served in the future.

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